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RUEHNR/AMEMBASSY NAIROBI PRIORITY 0362  
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DEA FOR OILS AND OFFICE OF DIVERSION CONTROL

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SUBJECT: TANZANIA: 2006-2007 INTERNATIONAL NARCOTICS  
CONTROL STRATEGY REPORT

REF: SIPDIS

#### I. SUMMARY.

Tanzania is located along trafficking routes linking Latin America, the Middle East and Asia as well South Africa, Europe and, to a lesser extent, the United States. Drugs like hashish, cocaine, heroin, Mandrax, and opium have found their way into and through Tanzania's porous borders. In addition, the domestic production of cannabis is a significant problem, with cultivation in many regions of Tanzania. As a result, drug abuse, particularly involving cannabis and, to a lesser extent, cocaine and heroin, is gradually increasing, especially among younger people and in tourist areas. Tanzanian institutions have minimal capacity to combat drug trafficking; corruption reduces that capacity still further. Tanzania is a party to the 1988 UN Drug Convention, and in conjunction with United Nations Office of Drug Control, is seeking to address objectives of that convention. END SUMMARY.

#### II. Status of Country

Until 1989, Tanzania's contact with drugs was largely limited to the traditional cultivation of cannabis in some parts of the mainland. Since then, economic liberalization has brought increased affluence to the expatriate community and some urban Tanzanians. This affluence has driven demand for new drugs like cocaine, heroin, Mandrax and opium, which have found their way through Tanzania's porous borders. Domestic production of cannabis is growing. Drug abuse among the youth is also increasing, particularly abuse of the more affordable substances like cannabis. Hard drugs, like cocaine and heroin, are used in small quantities primarily within affluent urban areas. However, domestic use of these drugs appears to be on the rise. The growth of the tourism industry, particularly in Zanzibar, has created a larger demand for narcotics there.

Tanzania is located along trafficking routes with numerous possible illegal points of entry in its eight land borders and 600 kilometer coastline. Heroin originates mainly from Iran, Pakistan, India and Afghanistan, while cocaine originates from South American countries such as Brazil,

Venezuela, Colombia, and Peru. The prime destinations for these drugs are Europe, South Africa, China and, to a lesser extent, the U.S. Drugs enter Tanzania by air, sea, roads and rail. Major points of entry include airports in Dar es Salaam, Zanzibar and Kilimanjaro, and seaports at Dar es Salaam and Zanzibar, as well as smaller ports like Tanga, Mtwara and Bagamoyo.

It is widely believed that traffickers conduct a significant amount of narcotics smuggling off-shore in small "dhow" boats that never stop in ports. Anecdotal evidence suggests surveillance at the airports has improved, which may have the effect of driving trafficking to minor ports and unofficial entry points. During the year, there were reports of "mules" or "swallowers" carrying hard drugs into and out of Tanzania.

The Anti-Narcotics Unit of the newly created Ministry of Public Safety and Security reportedly apprehended 8 "swallowers" in 2005 and 16 in 2006. An increasing trend is the use of Tanzanian land borders to enter neighboring countries, especially Kenya and Malawi, to catch international and regional flights.

### III. Country Actions Against Drugs in 2005-2006

#### Policy Initiatives:

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In 2005, the Drug Control Commission (DCC) finalized a set of amendments strengthening existing narcotics legislation and submitted the amendments to the Prime Minister's Office. The amendments have been passed to the President's Cabinet for approval and are expected to be read in Parliament in February 2007. According to both the DCC and the Anti-Narcotics Unit which provided recommendations for the amendments, the revised legislation will increase the penalty

for drug traffickers from monetary fines to include both jail time. The amendments also are aimed at increasing the mandate of the DCC to include enforcement.

In 2003, the House of Representatives on semi-autonomous Zanzibar passed its own Prevention of Illicit Traffic and Drugs Act, which put Zanzibar narcotics law and sentencing in line with that on the mainland. Amendments to Zanzibar's narcotics legislation are expected to be tabled in the House of Representatives only after the Union Parliament passes the revised narcotics legislation for the mainland. While Zanzibar does have its own Anti-Narcotics Unit, according to Zanzibar's constitution, the Unit operates under the authority of the Mainland's Ministry of Public Safety and Security.

#### Accomplishments:

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Tanzania's judiciary made four drug related convictions in 2005. Two convictions were made in a case involving the smuggling of Cannabis Resin in logs shipped from Zambia to Tanzania and two convictions were made in a case involving a clandestine laboratory identified in 2001 producing Mandrax in Dar es Salaam. Both of these convictions involved jail sentences and a monetary penalties.

#### Law Enforcement Efforts:

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Tanzania has a counternarcotics police force of about 150, located in three branches: Dar es Salaam, Zanzibar, and Moshi. However, because of the still limited training and operational capabilities of its counternarcotics officers, Tanzania's efforts are primarily focused on street pushers and individual "mule-carriers" or "swallowers." To date, Tanzania's law enforcement efforts have not yet proved successful in limiting narcotics trafficking. Although the number of smugglers apprehended has increased, Tanzanian law enforcement has not yet been able to translate small seizures into the prosecution of top leaders of organized rings. Top law enforcement officials are starting to advocate for prison sentences as opposed to fines to increase the deterrent to drug trafficking.

While law enforcement officials have increased their efforts to combat narcotics trafficking, still made only sporadic seizures were made during 2005. According to the data from the police force's Anti-Narcotics Unit, the following seizures of hard drugs were made in 2005: 9,936 grams of heroin, 78,750 grams of Cannabis Resin, 1,401 grams of Morphine and 361.5 grams of cocaine.

In 2004, Tanzanian law enforcement engaged in widespread cannabis eradication efforts, seizing or destroying 964,000 kilograms of cannabis. Due to budget constraints in 2005, however, the police did not engage in widespread eradication efforts, seizing only 150,450 kilograms in small cases within urban areas. In 2005, law enforcement also seized 2,000 grams of Khat.

Senior Tanzanian counternarcotics officials acknowledge that their officers are under-trained and under-resourced to monitor Tanzania's eight land borders and long coast line. For example, the harbor anti-narcotics unit lacks modern patrol boats and relies on modified traditional wooden dhows to interdict smugglers. As a result of the lack of training and resources, Tanzanian officers and police staff are not able to effectively implement profiling techniques and seize large amounts of narcotics. Narcotics interdiction seizures generally result from tip-offs from police informants. Moreover, low salaries for law enforcement personnel provide impetus to engage in corrupt behavior.

On the positive side, formal cooperation between counternarcotics police in Kenya, Uganda, Rwanda and Tanzania

is well established, with bi-annual meetings to discuss regional narcotics issues. This cooperation has resulted in significant increases in effectiveness in each nation's narcotics control efforts. Tanzania also cooperates formally with countries from the Southern Development Community (SADC) including Zambia and South Africa. In 2005, 40 Tanzanian officers from Immigration, Customs and Police, received counternarcotics training with 40 officers from Zambia.

#### Corruption:

Neither the government nor senior officials encourage or facilitate the production or distribution of illicit drugs; however, pervasive corruption continued to be a serious problem in the Tanzanian Police Force. It is widely believed that corrupt officials at airports facilitate the transshipment of narcotics through Tanzania. There is no specific provision of the anti-corruption laws regarding narcotics related cases, and few corruption cases are prosecuted. In June 2006, police prosecuted two police officers following the disappearance of approximately 80 kilograms of cocaine and heroine from police custody. The case is still pending in court. Many believe that corruption in the courts leads to light sentencing of convicted narcotics offenders. Prosecutors complain that many "swallowers" arrested at ports of entry will plead "not guilty" at first until there has been time to pay off the magistrate. Once confident of the magistrate's help, the suspect changes his plea to guilty, and the magistrate sentences with fines only and no jail time.

#### Agreements and Treaties:

Tanzania is a party to the 1988 UN Drug Convention. Tanzania also has signed the Southern African Development Community (SADC) Protocol on Drug Control, and the Protocol on Combating Drug Trafficking in the East African Region, which seeks to strengthen regional counternarcotics cooperation within the region, and also with Interpol, UNDCP and the International Narcotics Board. The Southern African Development Community, of which Tanzania is a member, has approved an counternarcotics action plan with the following objectives: 1) acquire information about drug use and trafficking in the region; 2) inform policy makers about the drug situation; and 3) develop legal frameworks to counteract

drug use and trafficking. Tanzania also participates in the Southern Africa Regional Police Chiefs Cooperation (SARPCO), which has led to at least one joint counternarcotics operation in Tanzania. The 1931 U.S.-U.K. Extradition Treaty is applicable to Tanzania.

#### Cultivation and Production:

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Traditional cultivation of cannabis takes place in remote parts of the country, mainly for domestic use. It is estimated that an acre of land can produce up to USD 1,000 worth of cannabis crop as opposed to USD 100 for an acre producing maize. The Ministry of Public Safety and Security identified the following eight regions as the primary production areas for cannabis: Iringa, Tabora, Shinyanga, Mara, Arusha, Mwanza, Mbeya, Tanga. No figures on total production exist, but police and government officials report that production continues and has spread to different regions in response to eradication efforts.

Given the availability of raw materials, and the simplicity of the process, it is possible that some hashish is also produced domestically. In 2001, police seized equipment used to manufacture Mandrax from clandestine laboratories in Dar es Salaam, suggesting efforts to establish domestic production. Most other illegal drugs in Tanzania are probably produced elsewhere.

#### Drug Flow/Transit:

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Due to its location and porous borders, seaports and airports, Tanzania has become a significant transit country for narcotics moving in sub-Saharan Africa. Traffickers from landlocked countries of Southern Africa, including Zambia and Malawi, use Tanzania for transit. Control at the ports, especially on Zanzibar, is difficult as sophisticated methods of forging documents, and concealment, combine with poor controls and untrained and corrupt officials.

According to the Anti-Narcotics Unit, heroin entering Tanzania from Iran and Pakistan is being smuggled to the U.S., China and Australia in small quantities by traffickers from Nigeria, Tanzania (with a significant number of traffickers from Zanzibar) and other countries in East Africa. Cocaine enters Tanzania from Brazil, Colombia, Peru, Venezuela, and Curacao in transit to South Africa, Europe, Australia and North America. Cannabis Resin, a drug which is not known to be consumed in Tanzania, enters Tanzania mainly by sea from Pakistan and Afghanistan and is often concealed with local goods such as tea and coffee and smuggled to Europe, North America and the Seychelles. The port of Dar es Salaam is also a major point of entry for Mandrax from India, Nepal and Kenya headed toward South Africa.

Tanzanians continue to be recruited for trafficking. In 2005, 19 Tanzanians were arrested abroad (mostly in East Africa and Pakistan) for smuggling drugs. Of these 19 cases, 18 were smuggling heroin while one was smuggling cocaine. From January 13 to September 2006, 13 Tanzanians were arrested abroad, 11 trafficking heroin and two trafficking cocaine.

In Tanzania, police forces apprehended 14 "swallowers," in 2005, eight of whom had swallowed heroin; six of whom had swallowed cocaine. Recently, Tanzanian smugglers have been arrested coming into Tanzania through the land borders with Kenya and Malawi, after having arrived at international airports from Brazil, Iran, Pakistan and the United Arab Emirates. They are thought to have planned to "unload" the drugs so another mule could smuggle them to Europe or the U.S. This trend suggests a growing local trafficking organization.

#### Domestic Programs/Demand Reduction:

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Tanzania traditionally was believed to be only a transit point for narcotics, but signs point to an increase in consumer use, particularly of the lower cost drugs. Police

reports confirm that cocaine and heroin is available locally and the tourist industry has brought ecstasy (MDMA) to Zanzibar. In 2005, the documented number of drug addicts seeking rehabilitation increased from 541 in 2000 to 1,306 in 2005 on the mainland and on Zanzibar, from 21 in 2000 to 69 in 2005. The spill-over from trafficking and increased tourism have contributed to this increase in domestic demand.

The Tanzanian government has taken proactive measures to reduce demand and increase awareness about drug use and drug trafficking. The Drug Control Commission (DCC), under the Prime Minister's Office, manages a small demand reduction program. In 2005, the DCC trained over 200 nurses, counselors and teachers and organized five awareness campaigns in different urban centers. Without rehabilitation hospitals and sufficient capacity in regular hospitals, addicts are typically placed in psychiatry wards or mental hospitals. In 2006, the DCC completed an assessment of the capacity of urban hospitals to receive and treat drug addicts and found capacity lacking. The police also have a public sensitization program on the dangers of drug trafficking but lack funding for significant outreach.

#### IV. U.S. Policy Initiatives and Programs

##### Bilateral Cooperation:

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U.S. policy initiatives and programs for addressing narcotics

problems in Tanzania focus on training workshops and seminars for law enforcement officials. State Department law enforcement assistance includes funding the establishment of a forensics lab and training in its use. At the Tanzanian government's request these facilities will include narcotics analysis capabilities. The State Department's counterterrorism bureau is funding the "PISCES" program to improve interdiction capabilities at major border crossings. While the program targets terrorist activities, it has implications for narcotics and other smuggling as well.

##### The Road Ahead:

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U.S.-Tanzanian cooperation is expected to continue, with a focus on improving Tanzania's capacity to enforce its counternarcotics laws.

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